

Document: EB 2013/LOT/G.9  
Date: 31 July 2013  
Distribution: Public  
Original: English

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Enabling poor rural people  
to overcome poverty

**President's report on a proposed grant under  
the country-specific grants window to the  
Republic of Mozambique for the  
Strengthening Artisanal Fishers' Resource  
Rights Project  
(Projeto de Direitos aos Recursos dos  
Pescadores Artesanais – PRODIRPA)**

**Note to Executive Board representatives**

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**For: Approval**

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## Abbreviations and acronyms

CARE	Cooperative for Assistance and Relief Everywhere
CCP	community fisheries council
DDS	Department for Social Development
IDPPE	Instituto Nacional de Desenvolvimento da Pesca de Pequena Escala (National Institute for the Development of Small-scale Fisheries)
M&E	monitoring and evaluation
NRM	natural resource management
PRODIRPA	Projeto de Direitos aos Recursos dos Pescadores Artesanais (Strengthening Artisanal Fishers’ Resource Rights Project)
ProPESCA	Artisanal Fisheries Promotion Project
WWF	World Wide Fund for Nature <sup>1</sup>

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<sup>1</sup> This is the legal name, but the international organization prefers to be known simply as WWF. In the United States, the organization retains the original name of World Wildlife Fund.

## **Recommendation for approval**

The Executive Board is invited to approve the recommendation for a grant under the country-specific grants window to the Republic of Mozambique for the Strengthening Artisanal Fishers' Resource Rights Project as contained in paragraph 7.

## **President's report on a proposed grant under the country-specific grants window to the Republic of Mozambique for the Strengthening Artisanal Fishers' Resource Rights Project (Projeto de Direitos aos Recursos dos Pescadores Artesanais – PRODIRPA)**

I submit the following report and recommendation on a proposed grant under the country-specific grants window to the Republic of Mozambique in the amount of EUR 500,000, made available through complementary contributions by the Kingdom of Belgium to the Belgian Fund for Food Security.

### **Part I – Introduction**

1. This report recommends the provision of IFAD support to the project of the Republic of Mozambique.
2. The document of the grant for approval by the Executive Board is contained in the annex to this report:
  - (i) Strengthening Artisanal Fishers' Resource Rights Project (Projeto de Direitos aos Recursos dos Pescadores Artesanais – PRODIRPA)
3. The objectives and content of the project are in line with the evolving strategic objectives of IFAD and the Fund's policy for grant financing.
4. The overarching strategic goal that drives the Revised IFAD Policy for Grant Financing, which the Executive Board approved in December 2009, is to promote successful and/or innovative approaches and technologies, together with enabling policies and institutions, that will support agricultural and rural development, empowering poor rural women and men in developing countries to achieve higher incomes and improved food security.
5. The policy aims to achieve the following outputs: (a) innovative activities promoted and innovative technologies and approaches developed in support of IFAD's target group; (b) awareness, advocacy and policy dialogue on issues of importance to poor rural people promoted by, and on behalf of, this target group; (c) capacity of partner institutions strengthened to deliver a range of services in support of poor rural people; and (d) lesson learning, knowledge management and dissemination of information on issues related to rural poverty reduction promoted among stakeholders within and across regions.
6. The proposed project is in line with the goal and outputs of the revised IFAD grant policy. It will support: (i) promotion of innovative activities and development of innovative technologies and approaches for mapping, documenting and, where possible, registering the natural resource rights of artisanal fishing communities; (ii) promotion of awareness of and advocacy and policy dialogue on land, fishery

and natural resource tenure issues by, and on behalf of, this target group; (iii) strengthening the capacity of local fishers' committees, fishing associations and other community-based natural resource management organizations to advocate respect for artisanal fishers' resource rights and participate in policy dialogue and development; and (iv) promotion of lesson learning, knowledge management and dissemination of information on artisanal fishing communities' resource rights among stakeholders within the East and Southern Africa region, other regions in Africa and globally.

## **Part II – Recommendation**

7. I recommend that the Executive Board approve the proposed grant in terms of the following resolution:

RESOLVED: that the Fund, in order to finance, in part, the Strengthening Artisanal Fishers' Resource Rights Project, shall provide a grant not exceeding five hundred thousand euro (EUR 500,000), made available through complementary contributions by the Kingdom of Belgium to the Belgian Fund for Food Security, to the Republic of Mozambique for a three-year project upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board herein.

Kanayo F. Nwanze  
President

# **Strengthening Artisanal Fishers' Resource Rights Project (Projeto de Direitos aos Recursos dos Pescadores Artesanais – PRODIRPA)**

## **I. Background**

1. Artisanal fishing is central to the livelihoods of most poor rural coastal communities in Mozambique. Industrial and semi-industrial fishing, conservation, tourism and gas/oil/mineral exploration are encroaching on traditional artisanal fishing and other resource rights – in particular, land, forest and water rights. While various policies and legislative acts provide for recognition of artisanal fishing resource rights, in practice recognition is relatively weak. The majority of the conflicts between artisanal and industrial and semi-industrial fishers are due to competition for the same fishing grounds and/or common resources.
2. Various projects have promoted or are promoting improved coastal resource management. Some have included the mapping of resource use by artisanal fishers and documentation of local natural resource use rules and practices, but this is not widespread and these efforts are not always well integrated into government programmes or officially recognized. One of the more noteworthy initiatives is the Projeto dos Arquipélagos das Ilhas Primeiras e Segundas, supported by the WWF and the Cooperative for Assistance and Relief Everywhere (WWF/CARE). Among its main activities, the project has been effective in involving artisanal fishing communities of the Primeiras and Segundas marine reserves in co-management and in obtaining recognition of their resource rights through various policy and legal instruments. For example, they established local, multistakeholder natural resource management (NRM) committees and participated in forest and wildlife co-management under the Forestry and Wildlife Law and community delimitation under the Land Law.
3. In general, though, existing local management rules of fishing communities are not documented and are often not considered in coastal management. However, there have been some successes in establishing local reserve/"no fishing" areas, with recovery of local fish stocks. Experiences and approaches from previous and ongoing initiatives are not always taken into account, and the integration and linkages between various initiatives have sometimes been weak. Collaboration and experience-sharing among the various actors and stakeholders must be strengthened, as must the engagement of artisanal fishing communities in multistakeholder forums aimed at promoting improved coastal resource management.

## **II. Rationale and relevance to IFAD**

4. Given the centrality of land and natural resources to poor rural women and men, PRODIRPA will contribute to achieving IFAD's overarching goal of enabling poor rural people to improve their food security and nutrition, raise their incomes and strengthen their resilience. More specifically, it is directly linked to the first strategic objective of the IFAD Strategic Framework 2011-2015: "a natural resource and economic asset base for poor rural women and men that is more resilient to climate change, environmental degradation and market transformation". It will also contribute indirectly to the other four strategic objectives. The project will support the Policy and Technical Advisory Division, the Strategy and Knowledge Management Department and the East and Southern Africa Division in strengthening their roles in the development and dissemination of approaches, tools and knowledge management products.
5. PRODIRPA will complement the IFAD-supported Artisanal Fisheries Promotion Project (ProPESCA). While ProPESCA will focus on the economic development of

fishing communities, PRODIRPA will provide support for strengthening artisanal fishers' resource rights. Improving and securing access by these fishers to natural resources is central to safeguarding their livelihoods and increasing their food security. Moreover, PRODIRPA will also complement the IFAD/Belgian Fund for Food Security-supported Coastal HIV/AIDS Prevention and Nutrition Improvement Project (CHAPANI) in the six growth poles supported by ProPESCA in Nampula.

6. The mandate of the Instituto Nacional de Desenvolvimento da Pesca de Pequena Escala (IDPPE – Institute for the Development of Small-scale Fisheries) combines support for fishing communities with technical support to fishing operations and marketing. IDPPE has been involved in a range of initiatives to support artisanal fishing communities,<sup>2</sup> and these projects are coordinated at its headquarters. IFAD has a longstanding, successful relationship with IDPPE, which is currently the lead implementing agency for ProPESCA.

### III. The proposed project

7. The overall goal of the project is to improve the livelihoods of artisanal fishing communities by developing their security over and management of natural resources. The project's objectives are to strengthen: (i) the engagement of organizations representing artisanal fishing communities in district, provincial and national development processes; (ii) the mapping, documenting and, where possible, registration of the natural resource rights of artisanal fishing communities; and (iii) experience-sharing and the development of common strategies and approaches among governmental, NGO and private-sector service providers supporting artisanal fishing communities.
8. The target group remains that of ProPESCA. PRODIRPA will support representatives of fishing associations, community fishing councils (CCPs) and other community-based structures or organizations involved in NRM in undertaking research, civic education and NRM management planning activities, and in engaging with their wider memberships and other stakeholders at district and provincial levels. Some 1,400 people will be trained in land and natural resource rights and in natural resource planning and management, and a total of 7,000 people will be better informed of these rights and able to participate more in NRM planning.
9. The project will have four components:

**Component 1:** Research, analysis and lesson-sharing

Artisanal fishing communities' natural resource use will be documented, and legal instruments and options will be identified for securing natural resource use rights and improving community-based coastal resource management. Research and analysis will feed into and draw on information obtained through community empowerment and mapping activities and will contribute to policy dialogue and the formulation of guidelines. Results and documented case studies will be shared through workshops with stakeholders at national, provincial and district levels.

**Component 2:** Empowerment of artisanal fishing communities

Artisanal fishing communities will be empowered to articulate their aspirations for coastal resource management. Activities will include: (i) civic education on policies, laws and regulations governing natural resources; (ii) training in NRM for CCPs, fishers' associations and cooperatives, and other community-based organizations, including: mapping of resources, documenting of local NRM practices, conflict management/resolution, community land-use planning and land delimitation; (iii) strengthening the engagement and collaboration of CCPs and fishers' associations and cooperatives in district, provincial and national forums; and

<sup>2</sup> E.g. the Northern Nampula and Cabo Delgado Artisanal Fisheries Project (PPANNCD), Sofala Bank Artisanal Fisheries Project (PPABAS) and Artisanal Fisheries Project for Gaza and Inhambane (PPAGI).

(iv) facilitating exchange visits between representatives of artisanal fishing communities.

**Component 3:** Community-based NRM planning

Activities will include: (i) mapping existing and planned marine and land natural resource use by various users – including fishing areas, protected areas, water access points, forests and mangroves, cultivation and grazing areas and infrastructure related to fishing; (ii) documenting local NRM rules and practices, including those for conflict resolution; (iii) producing community-based coastal NRM plans; (iv) facilitating initial steps in community land delimitations and other measures for securing resource rights; and (v) monitoring implementation of the plans.

**Component 4:** Project management and policy dialogue

Activities will include: (i) project coordination, monitoring and evaluation, knowledge management, supervision and report writing; and (ii) policy dialogue and formulation of guidelines and recommendations.

## IV. Expected outputs and benefits

10. Outputs are the following:

- 6 case studies carried out;
- 36 multi-stakeholder community, district and provincial meetings on coastal NRM attended by representatives of artisanal fishing communities;
- 1,400 representatives of fishing communities, including 467 women, trained in land and natural resource rights and in natural resource planning and management;
- 7,000 people, including 2,334 women, better informed of their natural resource rights and participating more in NRM planning;
- 14 growth poles with agreed NRM plans and recognized resource rights;
- 18 district and municipal development plans that include recognition and accommodation of artisanal fishing-resource use rights;
- a set of guidelines and recommendations approved for strengthening community-based coastal resource management.

11. Benefits are the following:

- Artisanal fishing communities' natural resource use and rights situations documented, and legal instruments and options identified for securing natural resource use rights and improving community-based coastal resource management;
- Communities empowered to articulate their aspirations with regard to coastal resource management;
- Communities' natural resource use documented and mapped and, where possible, resource rights registered;
- Guidelines and recommendations produced for involving artisanal fishing communities in coastal NRM.

## V. Implementation arrangements

12. IDPPE will implement the project, over three years from the signing of the grant agreement, as a partnership among the Government, NGOs and private-sector service providers. It will build on and support the implementation of various ongoing government projects and programmes, in particular ProPESCA, as well as other initiatives supporting the development of community-level coastal resource

- management plans, such as the WWF/CARE- and World Bank-supported projects in Mozambique's fisheries sector.
13. NGO and private-sector service providers will also provide implementation support, for example for land delimitation and the development of maps. They will be contracted through competitive tendering processes using normal government procedures. Collaboration will also be strengthened with tertiary educational institutions, and research opportunities for students will be identified.
  14. The director, IDPPE, will have overall responsibility for the project, but the head, IDPPE Department for Social Development (DDS), will manage it. The DDS department head will be supported by a project coordinator and finance, procurement and monitoring and evaluation (M&E) officers appointed by IDPPE. DDS will be responsible for: (i) preparing annual workplans and budgets, in consultation with other key stakeholders; (ii) coordinating the activities and harmonizing the inputs of various stakeholders; (iii) monitoring progress and facilitating evaluations of impact; (iv) disseminating lessons learned; and (v) facilitating policy dialogue on project results. Eight per cent of the total budget (EUR 50,000) will be used for project management, including incentives for IDPPE staff and related travel costs.
  15. A project reference group, comprised of core contributing partners and chaired by IDPPE, will oversee implementation. Its main role will be to strengthen coordination with other initiatives and to provide advice on strategic aspects of the project. Where possible, existing coordination structures at national, provincial and district levels will be used. Engagement with the private sector will be sought through existing provincial- and district-level co-management committees.
  16. PRODIRPA will adopt the same financial management practices as PROPESCA: the financial management sections of the project implementation manual; Tompro Accounting Software; cash-basis financial reporting standards; and audit arrangements using the International Standards on Auditing in accordance with the IFAD Guidelines on Project Audits. Funds will flow directly to the grant recipient using a revolving fund.
  17. PRODIRPA will also use the same reporting and M&E systems as PROPESCA. Progress will be monitored against the annual workplans and budgets and the outputs of the project's logical framework using annual targets, quantitative assessments and qualitative analysis. A midterm evaluation will be done after 14-16 months, with a final project evaluation taking place one month before project completion.

## **VI. Indicative project costs and financing**

18. Total project cost is EUR 641,026 over a three-year period. The IFAD grant of EUR 500,000 (78 per cent of total cost) has been made available through complementary contributions by the Kingdom of Belgium to the Belgian Fund for Food Security. The Government of Mozambique's contribution amounts to EUR 108,975, through taxes and duty exemptions (17 per cent). The beneficiary contribution is EUR 32,051 (5 per cent). IDPPE will also make an in-kind contribution that will include technical assistance and project management support.



**Summary of budget and financing plan  
(Euro)**

<i>Number</i>	<i>Type of expenditure</i>	<i>IFAD</i>	<i>Cofinancing</i>
1	Technical assistance	208 750	58 878
2	Meetings and workshops	192 500	54 295
3	Equipment and materials	30 000	8 462
4	Travel costs	68 750	19 391
	<b>Total</b>	<b>500 000</b>	<b>141 026</b>

## Results-based logical framework

	Objectives-hierarchy	Objectively verifiable indicators	MoV	Assumptions
<b>Goal</b>	To improve the livelihoods of artisanal fishing communities by strengthening their security over and management of natural resources.	36,000 people with better land and natural resource tenure security.	Baseline data, mid-term evaluation, final Project evaluation	<ul style="list-style-type: none"> <li>Artisanal fishing communities are dependent on a range of natural resources.</li> <li>Improved security over and management of natural resources will contribute positively to the livelihoods of artisanal fishing communities.</li> </ul>
<b>Objectives</b>	<ol style="list-style-type: none"> <li>Strengthening the engagement of fishing organisations in development processes;</li> <li>Strengthening the mapping and, documenting of natural resource rights; and</li> <li>Strengthening the sharing of experiences and the development of common strategies and approaches</li> </ol>	14 growth poles, 18 district & municipality, 3 provincial coastal management plans that include the recognition of artisanal fishing communities' natural resource rights.	Baseline data, mid-term evaluation, final Project evaluation	<ul style="list-style-type: none"> <li>Improved integration of community-NRM plans into district and provincial plans will result in greater security of artisanal fishing communities' resource rights.</li> <li>Provincial government and district government M&amp;E systems are capable of capturing the relevant data.</li> </ul>
<b>Outputs</b>	<ol style="list-style-type: none"> <li>Artisanal fishing communities' natural resource use and rights situations documented and legal instruments and options for securing natural resource use rights and improving community-based coastal resource management identified.</li> <li>Artisanal fishing communities empowered to articulate their aspirations with regard to coastal resource management.</li> <li>Artisanal fishing communities' natural resource use documented and mapped and where possible, their resource rights are registered.</li> <li>Guidelines and recommendations for involving artisanal fishing communities in coastal NRM produced.</li> </ol>	<p>6 studies done and disseminated.</p> <p>36 multi-stakeholder district and provincial meetings attended.</p> <p>1,400 (467 women) representatives of artisanal fishing communities trained.</p> <p>7,000 (2,334 women) representatives of artisanal fishing communities groups informed and involved.</p> <p>14 growth poles with natural resource rights mapped and documented.</p> <p>1 guideline and recommendations approved.</p>	Annual progress reports; Programme M&E; Supervision reports	<ul style="list-style-type: none"> <li>There are a range of existing and planned initiatives which can be built on.</li> <li>Adequate support will be provided, not only through PRODIRPA to enable artisanal fishing communities to engage in coastal NRM.</li> <li>Mechanisms for strengthening co-management and district, provincial and national levels through a range of channels.</li> <li>Guidelines and recommendations will be accepted and applied by relevant government agencies and other stakeholders.</li> </ul>
<b>Key Activities</b>	<ol style="list-style-type: none"> <li>Research, analysis and lesson sharing;</li> <li>Empowerment of artisanal fishing communities;</li> <li>Community-based NRM planning;</li> <li>Project management and policy dialogue</li> </ol>	<p>6 studies produced.</p> <p>36 multi-stakeholder district and provincial meetings held.</p> <p>NRM and mapping trainings and exchange visits held involving 1,400 (467 women) representatives of artisanal fishing communities.</p> <p>Civic education activities held involving 7,000 (2,334 women) representatives of artisanal fishing communities groups.</p> <p>14 growth pole natural resource maps produced.</p> <p>1 guideline and recommendations produced.</p>	Annual progress reports; Programme M&E; Supervision reports	<ul style="list-style-type: none"> <li>IDPPE will undertake some of the research and will contract researchers.</li> <li>IDPPE will work with existing community structures and with CARE/WWF in identifying or supporting the establishment of umbrella NRM structures as needed.</li> <li>WWF/CARE will provide advice on CBNRM planning and IDPPE will contract service providers to assist.</li> <li>IDPPE will provide project management support and facilitate policy dialogue.</li> </ul>